





City of Loma Linda Official Report

Floyd Petersen, Mayor
Stan Brauer, Mayor pro tempore
Robert Christman, Councilmember
Robert Ziprick, Councilmember
Charles Umeda, Councilmember

COUNCIL AGENDA: December 6, 2005

TO: City Council

VIA: Dennis R. Halloway, City Manager 

FROM: Deborah Woldruff, AICP, Community Development Director 

SUBJECT: GENERAL PLAN UPDATE PROJECT – The project is a comprehensive update to the City's General Plan document (text and maps) that will set policy and guide the City's development over the next twenty years. Areas directly affected by the update project include all properties located within the City's corporate limits, and properties within the City's Sphere of Influence in the County unincorporated areas generally east and south of the City limits to the Redlands City limits and Riverside County Line.

RECOMMENDATION

The recommendation is for the City Council to take the following actions:

1. Adopt Council Bill R-2005-55 (Attachment 1) for the General Plan Update Project Program Environmental Impact Report, which:
 - a. Adopts and Approves the Findings for Statements of Overriding Considerations (pursuant to CEQA Guidelines Sections 15043, 15091, 15092, and 15093) for the significant unavoidable adverse impacts related to Air Quality, Loss of Open Space, Biological Resources, Water Supply, and Traffic and Circulation that would result from implementation of the General Plan (October 2005);
 - b. Approve and Certify the Final Program Environmental Impact Report (FEIR), which includes the Draft EIR, Response to Comments, and Mitigation Monitoring Program based on the Findings; and,
2. Adopt Council Bill R2005-57 (Attachment 2) which approves and adopts all Elements of the General Plan (October 2005), as follows:
 - a. Introduction To the General Plan Elements (Element 1.0)
 - b. Land Use Element (Element 2.0)
 - c. Community Design Element (Element 3.0)
 - d. Economic Development Element (Element 4.0)
 - e. Housing Element (Element 5.0)
 - f. Transportation And Circulation Element (Element 6.0)

- g. Noise Element (Element 7.0)
- h. Public Services And Facilities Element (Element 8.0)
- i. Conservation And Open Space Element (Element 9.0)
- j. Public Health And Safety Element (Element 10.0)
- k. General Plan Implementation Programs Element (Element 11.0)

Copies of the Findings of Fact for the Loma Linda General Plan and Related Actions, Statement of Overriding Considerations for the Loma Linda General Plan and Related Actions, and Draft Final General Plan (October 2005) were previously distributed to the City Council and are included as Attachments 1 and 2 to the October 25, 2005 City Council Staff Report (previously distributed).

BACKGROUND

On November 15, 2005, the City Council reviewed several requests for changes to the Draft Final General Plan (October 2005), as follows:

- Robert Frost, Loma Linda University Foundation (LLUF) - regarding Full Service and Limited Service Medical Facilities, and revisions to SPA A regarding the limitations on building height and floor area ratios;
- Ed McCoy, Fairfield Residential LLC - regarding an alternative proposal for 27 acres located east of California Street in the City's Sphere of Influence; and,
- Jonathan Zirkle, Loma Linda Resident – regarding a proposed revision to the Land Use Map to establish Medium High Density Residential (9.1 to 13 du/ac) on the properties located at the southwest corner of Barton Road and Oakwood Drive.

The City Council conceptually approved the alternative proposal from Fairfield Residential LLC and continued the other two requests for further study and consideration. Staff and the consultant were directed to prepare a revised version of the South Hills Designation that would incorporate the best features and provisions of the staff recommended version, Alternative 1 (Initiative), and Alternative 2 (Proposal for the South Hills Designation). The revised version of the South Hills Designation (12-06-05) is contained in Attachment B.

Additional background information on the Draft General Plan is available in the City Council and Planning Commission Staff Reports that were previously distributed. The November 15, 2005 City Council Staff Report is referenced herein as Attachment A (previously distributed).

ANALYSIS

Requested Revisions

As stated, the LLUF requests for revisions to the Draft Final General Plan (October 2005) were continued to December 6, 2005 for further study and consideration. Staff's initial recommendation to the City Council regarding Full Service and Limited Service Medical Facilities was that it be denied. Upon further reflection, staff has determined that the requested can be addressed by adding language to Section 2.2.4 Employment-Generating Land Use Designations of the Land Use Element to the effect that the establishment of Full Service and Limited Medical Facilities would require an approved conditional use permit in the Commercial,

Office, and Business Park Land Use Designations. Full Service and Limited Medical Facilities would be permitted in the Healthcare Land Use Designation. This means that expansions to existing facilities or new facilities would be processed with a precise plan of design.

The proposed policy changes will ensure that Full Service and Limited Service Medical Facilities are subject to a review process that allows the City more discretion to consider potential impacts beyond those related to site and architectural design. The Health Care Designation is the appropriate location for "by right" Full Service and Limited Service Medical Facilities. Staff recommends that the City Council direct staff to make these revisions to Section 2.2.4 of the Land Use Element.

Staff's recommendations regarding LLUF's proposed revisions to SPA A remain unchanged and are shown in bold/italic, as follows:

"Guiding Policy for Loma Linda Academy Special Planning Area A

The area should create a "high end" professional character in which building architecture, landscaping, and amenities (e.g., fountains, public art, walking pathways) serve to integrate various uses including research and development, professional or medical offices, *health care facilities*, religious assembly, and/or educational uses.

Implementing Policies for Loma Linda Academy Special Planning Area A

- a. Allow business park, professional or medical offices, *health care facilities*, and/or religious assembly along with ancillary uses such as restaurants and services along the frontages of the proposed Evans Street extension.
- f. All buildings should be one to three stories in height, *unless additional height is granted by the final review authority with an approved conditional use permit.*
- g. Appropriate densities for this Special Planning Area shall be 0.5 FAR for Business Park uses, Office uses, and for small institutional buildings (e.g., religious assembly buildings and schools). *Higher densities may be allowed for health care facilities and uses with an approved conditional use permit.* Medium high density residential uses shall be from 9.1 to 13 dwelling units per acre."

The request from Jonathan Zirkle also required further study and consideration. A recap of the original request is that in May 2004 Mr. Zirkle and the Zirkle, Jesse, and Pang Families requested their three properties, located at the southwest corner of Barton Road and Oakwood Drive, be designated for high density residential uses. Both Mr. Zirkle and Dr. Jim Jesse withdrew their requests for a higher density in early 2005. Staff did not hear directly from Mr. Pang but assumed that his request also had been withdrawn.

On November 10, 2005, Mr. Zirkle submitted a letter to reactivate his request for his property at the southwest corner of Barton Road and Oakwood Drive. Because Mr. Pang did not withdraw his original request, his property is considered to be part of this most recent proposal to re-designate the properties from Low Density Residential (2.1 to 5 du/ac) to Medium High Density Residential (9.1 to 13 du/ac). Mr. Zirkle's letter outlines his request and the reasons he feels that the request should be granted. He also submitted another letter with an exhibit to assist the City Council in making their decision. A copy of his original letter (November 10, 2005, and the additional letter (December 1, 2005, with exhibit), are included in Attachment B.

Revised South Hills Designation (December 6, 2005)

As requested, the consultant prepared the revised version of the South Hills Designation (December 6, 2005) and a copy is attached to this report. Staff and the consultant will provide an overview of the changes at the meeting on December 6th.

Responses to Save Loma Linda Letters

The letters from Ms. Kathy Glendrange (on behalf of Save Loma Linda) on the DFEIR and Draft Final General Plan (October 2005) are quite lengthy and preparing the responses is taking much longer than staff had originally anticipated. For this reason, staff requests that the City Council allow some additional time for the completion of the response letters.

ENVIRONMENTAL

The General Plan Update Project is subject to the California Environmental Quality Act (CEQA) and a Draft Program Environmental Impact Report (DEIR) (March 22, 2004) was prepared to evaluate the potential impacts of the project. The DEIR and Draft Responses to Comments that were received during the 45-day mandatory public review period were reviewed by the City Council on October 12, 2004.

The project is also subject to the Regional Congestion Management Plan (CMP) and Traffic Impact Analysis (TIA) was prepared to address the CMP requirements. The Council completed its review of the CMP TIA (May 13, 2004) and certified the document at the meeting on October 11, 2005.

FINANCIAL IMPACT

Other than the costs associated with the preparation of the Draft General Plan and related environmental documents, the financial impacts of the General Plan Update are unknown at this time.

ATTACHMENTS

- A. November 15, 2005 City Council Staff Report (previously distributed)
- B. Jonathan Zirkle, Loma Linda Resident (Letter of November 10, 2005) – Revision to the Land Use Map for Medium High Density Residential (9.1 to 13 du/ac); Letter of December 1, 2005 (with Exhibit)
- C. Revised South Hills Designation (December 6, 2005)

PREVIOUSLY DISTRIBUTED DOCUMENTS

- 1. Draft General Plan (October 2004); Draft Land Use Element (April 2005); Draft Hillside Conservation Designation (Revised June 1, 2005); Draft South Hills Designation (October 25, 2005); and, Draft Final General Plan (October 2005)
- 2. Draft Existing Setting Report (June 5, 2002)
- 3. Draft Program Environmental Impact Report (March 22, 2004)

4. Traffic Impact Analysis (May 13, 2004) (CMP document); and, Revised Trip Generation Analysis Report (October 4, 2005);
5. Draft Final Program Environmental Impact Report (Response to Comments, Mitigation Monitoring Report) (June 21, 2004); and, Comment Letters (CBD, SBVAS, and Rutan & Tucker) and City's Responses
6. City Council Staff Reports (October 12, 2004; November 16, 2004; December 7, 2004; December 14, 2004; January 11, 2005; February 1, 2005; February 8, 2005; February 22, 2005; March 8, 2005; April 12, 2005; April 26, 2005; May 17, 2005; June 7, 2005, June 28, 2005; July 26, 2005; August 16, 2005; October 11, 2005; October 25, 2005; November 8, 2005; and, November 15, 2005)
7. Planning Commission Staff Reports (April 6, 2005)

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Attachment A

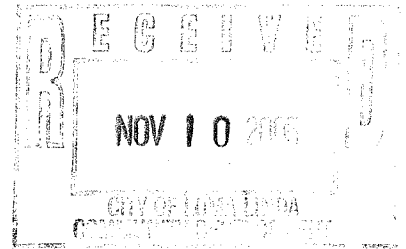
**November 15, 2005 City Council Staff Report
(Previously distributed)**

Attachment B

**Jonathan Zirkle, Loma Linda Resident
(Letter of November 10, 2005)**

Letter of December 1, 2005 (with exhibit)

Jonathan Zirkle
24247 Barton Rd
Loma Linda, CA 92354
October 21, 2005



City Council
City of Loma Linda
25541 Barton Road
Loma Linda, CA 92354

RE: General Plan Land Designation for 24247 Barton Road

Dear Mr. Mayor and City Council Members,

On May 9, 2004, I sent a letter to the Planning Commission requesting that my land, which is at 24247 Barton Road along the south side of Barton Road, be designated in the Draft General Plan for a higher density. I made that request due to the nature and location of my property within Barton Road's noise corridor, its close proximity to a number of higher density residential uses, and the fact that my land is within reasonable walking distance of Loma Linda University. The Planning Commission approved language in the draft General Plan which in part, granted my request.

On February 10, 2005, due to political considerations at the time, I retracted my request for a land designation change. Since that time, there have been considerable changes in the Draft General Plan, which has caused significant changes in the political climate. I thank the Council, City Staff, and various land owners for what has happened.

Nevertheless, at least one substantial change has occurred in the Draft General Plan which has a profound affect on my property. At this time, the Council has tentatively approved a land designation change for the land immediately across the street from my property to medium high density housing (9.1 to 13 du/acre). Given the location of that land, including its proximity to the University and major streets, this seems appropriate. Just as importantly, my land has virtually the same proximity to the University, and the same, or perhaps better, access to the same major streets. On the east, my land is across the street from a 27 du/acre apartment complex.

For the above reasons, I respectfully request that the Council redesignate the land at 24247 Barton Road to be the same as the land across the street. In my opinion, a carefully planned and executed project would be compatible with the surrounding uses, and be an asset to the community.

Thank you very much for your consideration of this matter.

Sincerely,


Jonathan Zirkle

Jonathan Zirkle
24247 Barton Rd
Loma Linda, CA 92354
December 1, 2005

City Council
City of Loma Linda
25541 Barton Road
Loma Linda, CA 92354

RE: General Plan Land Designation Change Request

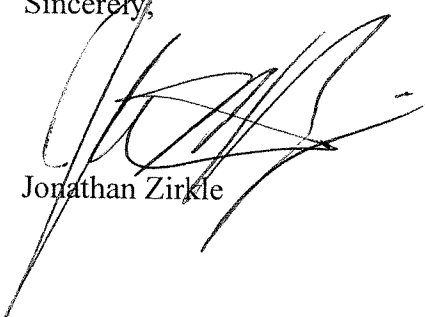
Dear Mr. Mayor and City Council Members,

Thank you for taking the time to consider my request to have my land designated Medium High Density (9-13 du/ac).

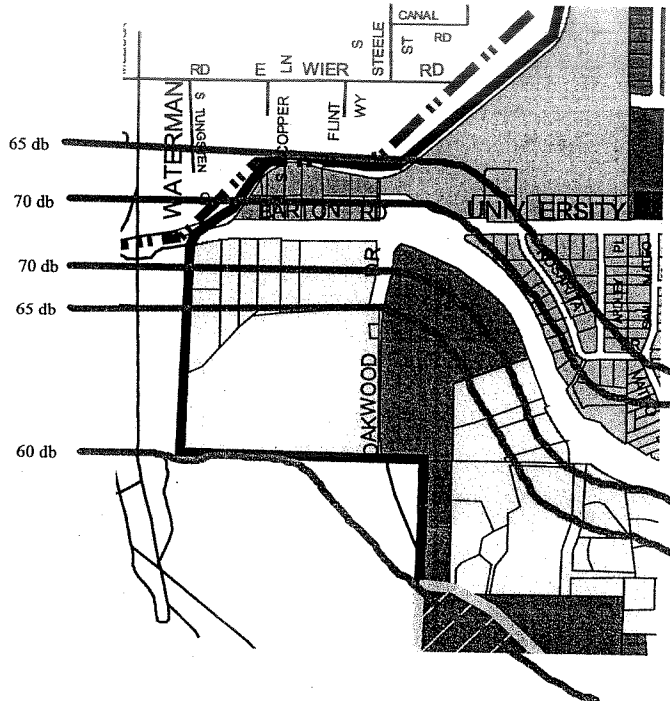
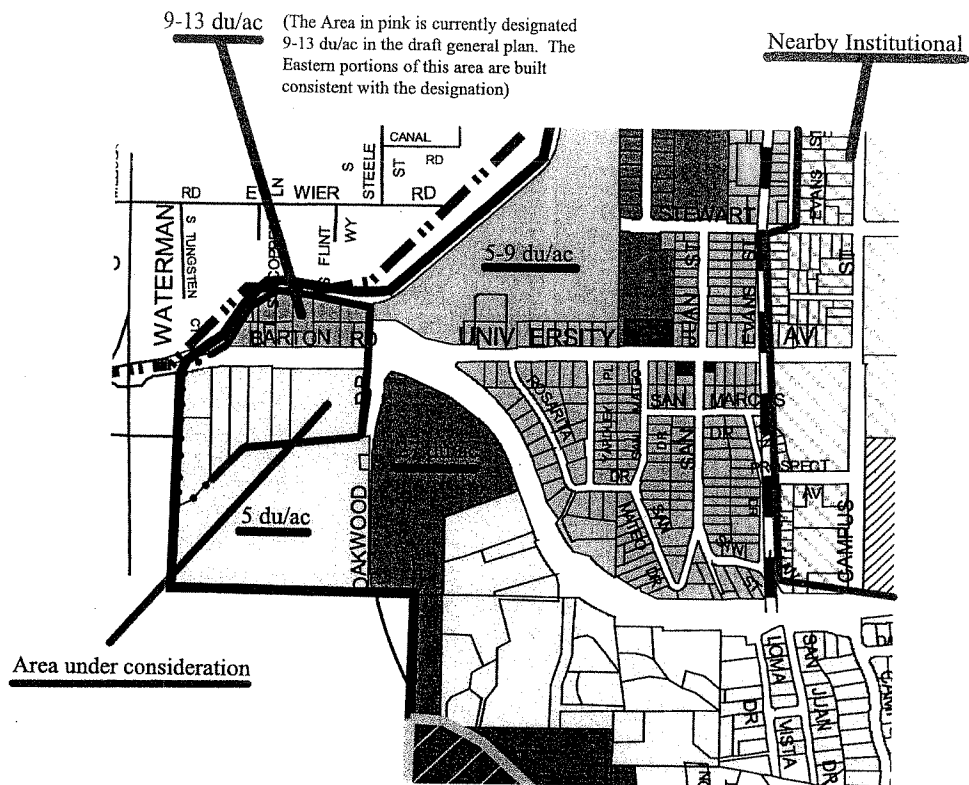
I have attached an exhibit which clearly shows the area to be designated, as well as a diagram of the noise corridor overlying the area. These two diagrams clearly show that the area under consideration is bordered by density uses as high as 27 du/ac, is near land designated institutional, and is within a significant sound corridor.

I look forward to answering any questions that you may have on December 6.

Sincerely,


Jonathan Zirkle

Land Designations of Surrounding Areas



Sound Corridor Profile of Barton Road

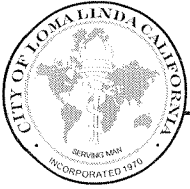
The area in question is entirely in 65db. Approximately half the area is above 70db.



The Sound Corridor Profile was based upon this excerpt from the Current General Plan

Attachment C

Revised South Hills Designation (December 6, 2005)



2.2.3 South Hills (Revised 12-06-05)

The steepness and visual prominence of the City's hillside area create a unique challenge for managing future development and the protection of the area's natural environment. Much of the southern hillside's steep slopes are highly visible within the valley portions of Loma Linda and beyond. In addition, the hillside areas in the southern portion of Loma Linda retain a sense of openness and natural beauty that is increasingly rare in Southern California. Loma Linda's hillside areas are identifiable visual symbols, and make a significant contribution to the community, including the provision of open space, scenic beauty, wildlife habitat, and recreational opportunities.

In addition to their open space value, Loma Linda's hillside areas also offer a variety of amenities for residential uses (e.g., views, rural character, and privacy) that are not typically available in flat land subdivisions. However, improperly planned development can destroy the very amenities that people seek as the benefits of hillside living.

The General Plan, therefore, strives to achieve an appropriate balance within Loma Linda's hillside area, taking into account the visual landmark it represents to the community, its steep natural terrain, the need to protect biological resources, and the area's recreational opportunities, while recognizing that the majority of the hillside area is privately owned, and not committed to long term open space.

Thus, there are three components to Loma Linda's overall objective for its hillside area:

- Maximize preservation of the area's natural environment in permanent public open space, recognizing the opportunities and constraints that the land itself imposes;
- Accommodate an appropriate level of development that can be designed to minimize impacts on the natural environment, protect public health and safety, avoid increases in citywide utility and public service costs, and ensure safe access for emergency vehicles;
- Provide a set of incentives and development standards are maintained so as to require new development to be clustered, resulting in the public acquisition of large unbroken blocks of open space in exchange for development consistent with the above two components.

Residences in the hills of Loma Linda

Thus, the South Hills designation is intended to provide for appropriate management of the City's hillside areas, including preservation of existing public lands in permanent open space, acquisition of additional lands for open space, establishment of a public trails system, and appropriate residential development consistent with community open space objectives.

The General Plan acknowledges that maximizing the preservation of open space does not preclude residential development in Loma Linda's hillsides. The intent of the General Plan is to balance appropriate levels of development and increased preservation efforts. Defining "appropriate levels of development" is accomplished in the General Plan through a combination of a maximum allowable development intensity and controlled development and hillside design policies, since reasonable limitations on single family residential development density and character are needed for the



protection of sensitive environmental features; public safety; efficient provision of infrastructure, utilities, and public services; and protection of the City's visual resources.

Overall, the strategy emphasizes clustering development as a means of maximizing the area retained in natural open space. By permitting landform modification activities within these clustered development areas, it is intended that large unbroken blocks of natural open space be retained in permanent natural open space.

2.2.3.1 Guiding Policy for the South Hills

Manage environmental values and future development within the South Hills to:

- Protect the area's natural environment, sensitive environmental features within targeted open space areas, and public health and safety, maximizing the preservation of land in permanent public open space;
- Enhance enjoyment of Loma Linda's hillside resources by providing a system of public trails and trailhead facilities;
- Minimize the extent of developed areas and maximize the extent of preserved open space;
- Create prestigious residential communities that take advantage of, rather than merely replace, the area's natural character;
- Preserve the beauty of the South Hills as viewed from the valley floor to the north by preserving the most northerly north-facing slopes and signature ridgelines in natural open space;
- Encourage the transfer of development rights between property owners to achieve a pattern of development that is clustered without regard to existing property lines into the less environmentally sensitive portions of the South Hills, thereby preserving large unbroken blocks of open space based; and
- Efficiently provide infrastructure, utilities, and public services.

Implementing Policies

- a. **Maximum Allowable Densities.** The maximum residential development density shall be as shown in Table 2.B.



Table 2.B
South Hills Density
and Acreages

Area		Baseline			With Incentives	
		Current Designation		Public Open Space	Maximum Buildout	Public Open Space
Hillside Areas not Subject to Hillside Initiative (1,203 acres)	Density	1 du/ 10 acre	1 du/5 acres	0 acres	*1.6 du / acre	531 acres
	Acreage	823	368		671	
Bench Areas not subject to Hillside Initiative (128 acres)	Density	1 du / 5 acres		0 acres	*1 du/acre	17 acres
	Acreage	128			128	
Areas Subject to Hillside Initiative (631 acres)	Density	1 du/5 acres initiative cluster		0 acres	No residential development	631 acres
	Acreage	631				
Public Open Space Properties (884 Acres)		No residential development permitted.		884 acres	No residential development	884 acres
Totals	D.U.	307 du		884 acres	1185 du	2,063 acres
	Acreage	1950 acres			799 acres	
Existing and Approved Hillside Area (413 acres)	Density	1 du / 8ac		0 acres	*1 du/ 8 acres	0 acres
	Acreage	413			413	

* This number represents an average density over the developable area.



Dwelling Units and Population Density

Area	Baseline			With Incentives	
		Current Designation		Public Open Space	
Hillside Areas not Subject to Hillside Initiative (1,203 acres)	Homes	82	74		
	Population people/acre	0.3	0.6		531 acres
Bench Areas not subject to Hillside Initiative (128 acres)	Homes	25		0 acres	
	Population people/acre	0.3			130
Areas Subject to Hillside Initiative (631 acres)	Homes	126		0 acres	
	Population people/acre	0.3			2.9
Public Open Space Properties (884 Acres)		No residential development permitted.		No residential development	631 acres
Totals		307 du		884 acres	884 acres
				1185 du	2,063 acres

Existing and Approved Hillside Area (413 acres)	Homes	50	0 acres	50	0 acres
	Population people/acre	0.4		0.4	

- Full implementation of the General Plan's clustering and land acquisition policies will result in a maximum of an additional 1,185 dwelling units developed within lands designated "South Hills", including both lands within and outside of the area subject to the City's Hillside Initiative and lands within the "bench" area that is located at the base of the South Hills along Beaumont Road. This maximum buildout is inclusive of all incentive programs that may be developed for the South Hills to encourage clustering of development and preservation of large blocks of unbroken open space, and may not be exceeded.
- Achievement of the maximum residential build out cited above is *not* guaranteed; the actual yield of any development will be the result of a site design based upon:
 - Site-specific physical characteristics;
 - The need for mitigation or avoidance of impacts to biological habitats;
 - The environmental sensitivity of proposed site design, grading, and type of construction;



- Available on-site and off-site access
 - The extent to which development is clustered and incentives for the preservation of natural open space are utilized; and
 - The ability of the proposed project to avoid impacts on other properties.
- b. **Base Densities**- Base densities for the South Hills, which are based on the City and County General Plan designations existing at the time of adoption of this document, include:
- Hillside Conservation 10 (HC 10) which allows one dwelling unit per 10 acres
 - Hillside Conservation 5 (HC 5) which allows one dwelling unit per 5 acres
 - Bench Conservation 5 (BC 5) which allows one dwelling unit per 5 acres
 - Initiative Lands (IL) which allows one dwelling unit per 10 acres, or one dwelling unit per 5 acres with clustering as specified in Ordinance 541 (the 1996 initiative).

Property owners may propose developments under the Base Density. That portion of a proposed development that is within an area identified as Targeted Open Space shall be subject to the Implementing Policies Governing the Targeted Open Space located later in this chapter. That portion of a proposed development that is within a designated Cluster Area shall be subject to the Implementing Policies Governing the Cluster Areas found later in this chapter.

- c. **Exhibits**
- **Base Density Designations** The base densities for the south hills is shown on this exhibit.
 - **Targeted Open Space & Cluster Development Areas** The Targeted Open Space and areas designated as Cluster Development, with Cluster Areas Designations, and Signature Ridgelines are shown on this exhibit.
- d. **Clustering** Clustered residential development is allowed to preserve north facing slopes, ridgelines, existing trails and the Targeted Open Space area. Clustered development shall only be allowed in less sensitive areas which are Designated as Cluster Areas, as indicated on Map titled "Targeted Open Space and Cluster Development Areas".
- Clustering shall not be permitted on the most northerly north-facing slopes which would be visible but for manmade obstructions such as buildings from Barton Road or Interstate 10.
 - Clustering requires houses and roads to be grouped in the less environmentally sensitive portions of the "South Hills", while steeper or more environmentally sensitive areas are preserved in a natural state.
 - Clustering must facilitate the permanent protection of key natural features, such as steep slopes, biological habitats, recreational roads and trails, ridgelines, and scenic areas by dedicating areas within Targeted Open Space areas to the public for open space.. Where clustering is allowed, the remaining space shall be dedicated as natural open space in perpetuity and shall be open to the public for non-commercial recreational uses.
 - The number of units allowed in a clustered development will be limited by the Implementing Guidelines for Cluster Development.
- e. **Incentive Program** For the purposes of preserving open space in the Targeted Open Space Area, preserving primary ridgelines and existing view sheds of the most northerly north facing slopes within the Targeted Open Space, the City shall allow development right transfers from land located within the Targeted Open Space area that is donated to the City and dedicated open space in perpetuity and subject to the following rules.



Owners of land that dedicate Targeted Open Space in the "South Hills" will have the right to transfer the development rights for the base density and a bonus density factor of 3.5 to another property within the designated cluster areas in the "South Hills" (Cluster area C, under certain conditions, will have a bonus density factor of 5.5). The bonus factor is subject to reduction in order to maintain the in the maximum additional dwelling units to be developed in the South Hills at 1,185. If adjustments are made, all bonus factors shall be adjusted on a pro-rata basis using the total number of units from each of the areas subject to bonus. The base density is the amount of land required for the construction of 1 residential unit. "Initiative Lands" shall be presumed to have a base density of 1 unit per 5 acres. The base density is provided on the Map entitled "Hillside Land Designation."

To illustrate this formula an example is provided: a property owner in the "South Hills" owns 100 acres of property that is in the Initiative Lands area and is targeted open space. The owner is willing to dedicate the entire property as open space and is therefore eligible for the bonus densities that may be transferred. The base density for the land is $100 / 5 = 20$ units. The bonus density factor is $3.5 \times 20 = 70$ units. The total density that can be transferred from this example is $20 + 70 = 90$ units.

The city shall only allow transfers to occur in an orderly manner. The objective of the density transfer and bonus density program is to preserve open space, primary ridge lines, trails and other significant features. Dedications of open space and development proposals should be reviewed to preserve those most significant features on a property and develop in those areas which are of lesser environmental value and to ensure that density transfers are executed in a manner which is reasonably likely to result in the preservation of contiguous open space which is not encroached upon in a manner inconsistent with the environmental objectives of the general plan.

Transfers of density from one property to another within the South Hills area is a private matter between the property owners. Transfers shall follow the following guidelines: 1) Property owners agree on intent to transfer units. 2) The area to receive the transfer of development rights shall be designated as a Cluster Area on the map "Targeted Open Space and Cluster Development Areas. 3) A project proposal may be accepted by the city with the consent of the owner of the site to be developed and the owner of the land to be dedicated for open space. 4) Prior to the recording of the final map or simultaneously, the open space shall be deeded to the city.

- f. **Citrus District** For the purposes of preserving the citrus and agricultural history of the city, the City shall allow a density bonus for properties in the "Bench" which develop consistent with Citrus District Guidelines. Properties that develop to these guidelines shall have a density bonus factor of 4 and a minimum lot size of 0.75 acres gross. The density for development Citrus District projects is calculated as the base density added to the bonus density (base density multiplied by 4). The bonus factor is subject to reduction in order to maintain the in the maximum additional dwelling units to be developed in the South Hills at 1,185. If adjustments are made, all bonus factors shall be adjusted on a pro-rata basis using the total number of units from each of the areas subject to bonus. The Citrus District is not a Cluster Area and therefore may not receive density transfers from the Targeted Open Space.
- g. **Public Open Space** Publicly owned land in the hills shall be open to public recreational use, consistent with prior historical uses and the protection of environmental values. The City shall adopt a South Hills Trails Master Plan, which will identify existing usable trails, propose new or rehabilitated trails to better link the hillsides, set guidelines for maintenance of the trails, and delineate who is to be responsible for necessary maintenance activities and liability. New development shall provide a publicly accessible trail system consistent with the master plan that



will link with future dedicated trails. Sidewalks along residential streets will generally not be considered trails.

b.

h. **Pilgrim Road Area.** Development along and adjacent to Pilgrim Lane shall respect the existing rural character of the area.

- Development adjacent to existing rural residential areas along Pilgrim Lane that will be accessed from Pilgrim Lane shall have a density and minimum lot size compatible with existing rural residential uses.
- The ability of rural development along Pilgrim Lane to engage in agriculture and commercial animal-keeping activities shall be protected.
- Clustered development adjacent to Pilgrim Lane shall be designed to provide adequate buffer areas adjacent to rural residential uses.

i. **Reche Canyon – San Timoteo Road Connections** Roadways through the hillside area from Reche Canyon Road and San Timoteo Road to roads in neighborhoods north of the Hillside area shall be restricted to use by emergency vehicles only or by restricted gate access through gated communities. Consistent with the provisions of the initiative Oakwood Road and Sierra Vista Drive may connect to Reche Canyon Road.

j. **Road Standards and Connections** Roads shall be developed to standards appropriate to the character and topography of the area, and there shall be a traffic dispersion plan implemented that prohibits direct alignment with Whittier Avenue, Bryn Mawr Avenue, and Wellesley Avenue.

k. **Road Grading** Roadway improvements to provide access to parcels should be designed to minimize extensive grading.

- Where appropriate and needed to reduce grading and landform alteration, hillside roadway sections may be designed to eliminate parking but allow for the safe passage of two motor vehicles. On-street parking along such roadway sections would be prohibited.
- Streets in the Open Space area should be designed in a manner which minimizes grading and is consistent with environmental concerns, view sheds, habitat preservation, recreational trails, landslide avoidance or other factors related to the public health, safety, and welfare.

l. **Road Drainage and Erosion Control** The provision of adequate flood control and/or erosion control measures for public and private roadways shall occur in a manner consistent with the character of the South Hills.

m. **Infrastructure Costs** The cost of infrastructure to serve the South Hills area shall be the responsibility of development within the South Hills.

n. **Commercial Uses** Commercial development shall be limited to commercial recreational facilities normally associated with a residential community, such as a golf course and uses ancillary to the operation of such recreational facilities. Commercial animal keeping and agricultural are also appropriate uses within the South Hills.

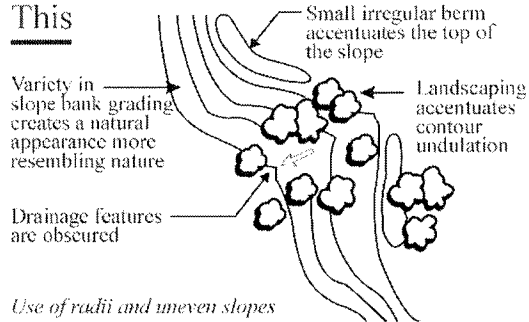
o. **Viewshed analyses** Viewshed analyses shall be submitted for all proposed subdivisions and land divisions, showing grading and what development sites will look like in the post-development condition.

p. **Initiative Land** Development on lands that are subject to the City's hillside initiative, including construction of roadways, shall be consistent with the provisions of the initiative in addition to the provisions of the General Plan and applicable zoning, whichever are more restrictive.

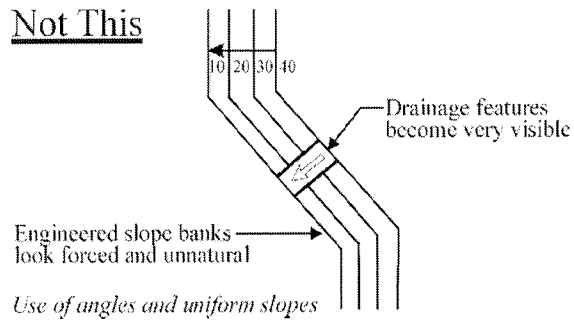


- q. **Landform Grading.** Manufactured slopes within targeted open space areas and at the edges of clustered development areas shall be landform graded, except within bedrock, where manufactured slopes in excess of 10 vertical feet feasibly cannot be avoided. "Landform grading" is a contour grading method which creates artificial slopes with curves and varying slope ratios in the horizontal and vertical planes designed to simulate the appearance of surrounding natural terrain (as illustrated below). Grading plans shall identify which slopes are to be landform graded and which are to be conventionally graded.

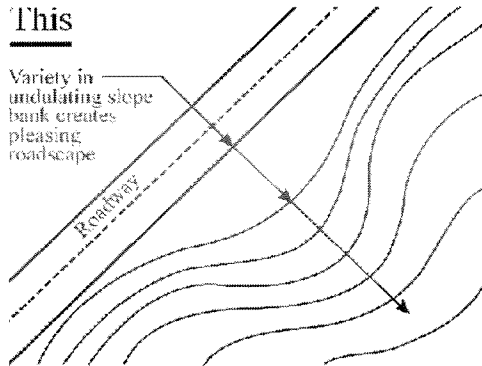
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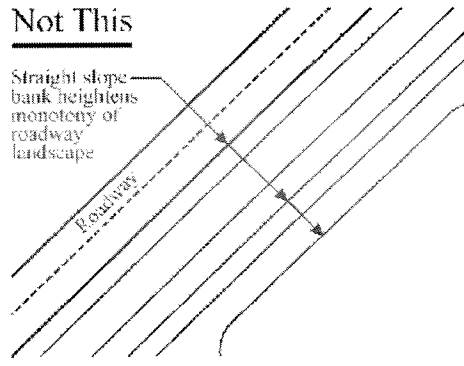
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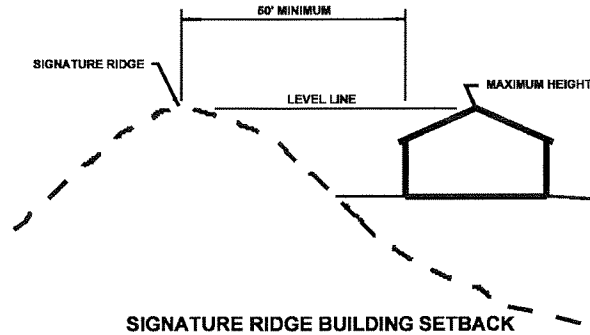


- r. **Slope Maintenance.** New development shall provide for ongoing maintenance of manufactured slopes in order to protect public health and safety.



- s. **Ridgeline Protection.** Development shall maintain appropriate horizontal and vertical setbacks from “signature ridgelines,”¹ which are the ridgelines on the titled “Targeted Open Space and Cluster Development Areas.”.

- Where cluster zones are adjacent to signature ridgelines, structures shall be set back to avoid disturbance to the signature ridgeline. Structures shall be set back not less than 50 feet horizontally from the ridgeline, and their roofline shall not exceed the elevation of the signature ridgeline. No grading shall occur within 40 feet of signature ridgelines, except for focused grading for the purposes of implementing the Trails Master Plan or for the creation of recreational amenities. A project may propose differing setbacks and may propose structures which are above the elevation of the ridgeline. In this case, a viewshed analysis shall be provided and demonstrate that the structures shall not be visible from the valley floor (including from Beaumont Avenue, San Timoteo Canyon Road, Barton Road, and Interstate 10).
- Development shall maintain 200 feet horizontal and 100 feet vertical setbacks to prevent disturbance of the ridgeline or structures being visible above the ridgeline from “Signature Ridgelines” which are the ridgelines mapped in Map titled “Targeted Open Space and Cluster Development Areas¹.”



- t. **Site Design under Steep Conditions.** Where the post-grading condition results in street grades exceeding 10 percent, site design should:
- Allow for different lot shapes and sizes;
 - Utilize varying setbacks, structure heights, innovative building techniques, and retaining walls to blend structures into the terrain;
 - Retain outward views from the maximum number of units while maintaining the natural character of the hillside;
 - Preserve vistas of natural hillside areas and ridgelines from public places and streets; and
 - Preserve existing views and allow new dwellings access to views similar to those enjoyed from existing dwellings.
- u. **Open Space/Development Interface.** The interface between new development and natural open space should be designed to provide a gradual transition from manufactured areas into

¹ In cases where application of this performance standard would prevent construction of any structures on a lot of record, ensure that obstruction of views of an unbroken natural skyline are minimized, limit heights of ridgeline structures, require that buildings be architecturally designed to conform to the natural topography, and require that appropriate landscaping be provided to soften the impact of the new structure.



natural areas. By extending fingers of planting into existing and sculptured slopes, the new landscape should blend in with the natural vegetation.¹

- v. **Protection of Biological Resources.** Development projects are to be designed to protect habitat values and to preserve significant, viable habitat areas and habitat connections in their natural condition:
- Within occupied habitat areas of rare, threatened or endangered species, disturbance of protected biotic resources resulting in a net loss of habitat value is prohibited. Avoidance of such impacts, where feasible, is, however, preferred over mitigation.
 - Within riparian and wetland areas², the vegetative resources which contribute to habitat carrying capacity (vegetative diversity, faunal resting areas, foraging areas, and food sources) should be preserved in place or replaced so as to not result in a measurable reduction in the reproductive capacity of sensitive biotic resources. Development shall not result in a net loss of wetlands.
 - On-trail activities shall be limited to those that are consistent with protection of environmental values.
 - Buffer zones adjacent to areas of preserved biological resources shall be provided. Such buffer zones shall be adequate in width so as to protect biological resources from grading and construction activities, as well as from the long-term use of adjacent lands. The landscape design adjacent to areas of preserved biological resources shall be designed so as to avoid invasive species which could negatively impact the value of the preserved resource.
 - Manufactured slopes shall be landscaped or revegetated with natural or naturalized, fire-resistant vegetation.
- w. **Alternative Infrastructure.** Use of alternative infrastructure (e.g., septic systems) may be permitted for rural development in areas where municipal sewer systems cannot be extended.
- x. **Roadway Location.** The location and design of roadways within the South Hills shall be consistent with General Plan's intent to cluster development, retain large unbroken blocks of open space, and portray a rural image.
- Roadway improvements to provide access to parcels should be designed to avoid the need for extensive grading.
 - Roadways through the South Hills from Reche Canyon Road and San Timoteo Road to roads in the neighborhoods within the valley to be north shall be restricted to use by emergency vehicles only or by restricted gate access through gated communities. Consistent with the provisions of the City's Hillside Initiative, Oakwood Road and Sierra Vista Drive may connect to Reche Canyon road.
 - Where appropriate and needed to reduce grading and landform alteration, hillside roadway sections that provide for the safe passage of two cars along a paved road section, may be permitted. On-street parking along such roadway sections would be prohibited.

¹ It is intended that the transition between manufactured areas and natural areas occur sufficiently beyond residential structures so as to permit the development to meet applicable Fire Department brush clearance requirements.

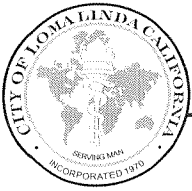
² The policy is to be applied to lands within 50 feet of either side of a line referred to as a "blue line stream" as designated on a U.S. Geological Survey (USGS) map.



- y. **Flood Control/Erosion Prevention.** The provision of adequate flood control and/or erosion control measures for public and private roadways shall occur in a manner consistent with the character of the hillside area.
- Require the provision of concrete curbs and gutters within the hillside area where they are needed to prevent erosion, as determined by the City Engineer. Within areas outside of clustered developments, rolled curbs are to be the preferred road edge along paved roads where such curbing will be adequate to contain drainage and prevent erosion.
- z. **City Council May Increase Open Space** The City Council may increase the open space beyond the limits shown on the map "Targeted Open Space and Cluster Development Areas" under the following conditions:
- Request or application is made by the property owner to dedicate land for public open space which is outside the Target Open Space.
 - Proposed open space is contiguous with Targeted Open Space, city owned land or existing park land.
- aa. **Voter Security Decrease in Targeted Open Space or Increase in Development Cap** A decrease in the Targeted Open Space shall only be allowed by a vote of the people. An increase in the maximum additional dwelling units (1,185 dwelling units) to be developed in the South Hills shall only be allowed by a vote of the people.

Implementing Policies governing Targeted Open Space Areas

- bb. **Scale and Massing of Development.** The overall scale and massing of structures shall respect the natural surroundings and unique visual resources of the area by incorporating designs which minimize bulk and mass, and minimize visual intrusion on the natural landscape.
- Wall surfaces facing towards viewshed areas shall be minimized through the use of single story homes, single story dwellings placed on split pads, setbacks, roof pitches, and landscaping.
 - Architectural style, including materials and colors, should be compatible with the natural setting. The use of colors, textures, materials and forms which will attract attention by not relating to other elements in the neighborhood shall be avoided.
 - In Targeted Open Space area, development shall preserve scenic vistas where the natural slope is fifteen (15) percent or greater by requiring building foundations for residential structures to conform to the natural slope to minimize grading and other environmental impacts and to ensure that roof lines do not eliminate or obstruct ridge lines.
 - Preserve vistas of natural hillside areas and ridgelines from public places and streets that are north of Barton and visible from the valley floor..
- cc. **Most Northerly North Facing Slopes** Development on properties with the most northerly north facing slopes in the Targeted Open Space Area should occur outside the slope area, and if no feasible site exists outside the slope face then the development shall be designed to minimize the impacts to the slope and the view of the slope.
- dd. **Canyon Bottoms Setback.** Development shall avoid "canyon bottoms", which are defined as the land occurring within 200 feet of either side of a line referred to as a "blue line stream" as designated on a U.S. Geologic Survey (USGS) map.
- ee. **Mass Grading Prohibition** Mass grading is prohibited in the Targeted Open Space areas unless all of the following findings are made by the City Council:



- The property cannot be developed using focused grading of individual lots; and,
 - There is no economic use that can be made of the property that does not require mass grading.
- ff. **Focus Grading** Focus grading for permitted development is allowed in the Targeted Open Space area. Focus Grading is defined as grading of a building pad on each individual lot, with each building pad separated from adjacent building pads by ungraded, natural terrain and the minimum grading required for access roads. Mass grading is defined as any grading that does not meet the definition of focused grading.
- gg. **Park Improvements** The City may build and maintain improved public parks, trailheads, and similar facilities within the Targeted Open Space.
- hh. **Restriction on Sale or Lease of City Land in Targeted Open Space** The City shall not sell, rent, lease, or otherwise confer any right or title to land in the Targeted Open Space area to which the City holds title, except the City, upon a 4/5 vote of the City Council, may lease land for a period of up to 99 years for the purpose of creating commercial recreational facilities which are open to the general public and are consistent with the provisions of the General Plan.
- ii. **Debris and Detention Basins in Targeted Open Space** Debris and detention basins shall be permitted within the dedicated open space areas. These shall be designed so as not to impact the use or value of the open space. If a basin or similar improvement would adversely affect a trail or other resource, the project shall mitigate such impact by realigning a trail or planting native species on disturbed areas.

Implementing Policies Governing Cluster Areas

- jj. **Exhibit.** Targeted Open Space areas, Cluster areas are indicated on exhibit titled "Targeted Open Space and Cluster Development Areas"
- kk. **Grading.** All forms of grading, including mass grading, are allowed within the clustered developments.
- ll. **Building Foundations.** Building foundations within the clustered developments are not required to conform to the natural slope.
- mm. **Restricted Access to Targeted Open Space** Development within the Cluster Areas shall not allow vehicle access to residential development that is built within the Targeted Open Space.
- nn. **Lot lines cannot cross Open Space – Cluster Boundaries** When clustering, lot lines shall not be allowed to cross the boundaries between clustered development areas and Targeted Open Space areas.
- oo. **Cluster Development Standards** Each of the cluster areas are also subject to a maximum number of dwelling units that can be developed within each cluster area. Although the maximum number of dwelling units for each cluster area would, if added together, exceed 1,185, the maximum number of additional dwelling units to be developed within the South Hills shall not exceed 1,185 dwelling units. At the time of project submittal, City staff shall analyze the proposed project and verify that the specific dwelling unit cap for the cluster area and the overall dwelling units cap for the South Hills will not be exceeded. Clustered developments shall be consistent with all of the following additional rules



- **Cluster Area A** In the cluster area to the south east of Beaumont Road and immediately adjacent to the rail road tracks (Cluster Area A), there shall be a 8000 sq ft. minimum lot size, and a 1 acre maximum residential lot size. The maximum number of dwelling units allowed to be developed in this cluster area shall be 180 units.
- **Cluster Area B** In the large cluster area behind lookout ridge and near Pilgrim Road (Cluster Area B), the minimum lot size shall be 8,000 sq ft with up to 100 units built with no minimum lot size. These 100 units may be attached to minimize the development footprint. At a minimum 20% of the lots shall be between 10,000 to 15,000 sq ft and 15% of the lots shall be between 15,000 and 1 acre. The maximum residential lot size shall be 2.5 acre. The maximum number of dwelling units allowed to be developed in this cluster area shall be 550 units.
- **Cluster Area C** In the large cluster area in the south western quadrant of the South Hills area, adjacent to Prado Lane (Cluster Area C), there shall be a 0.5 (1/2) acre minimum lot size and a 2 acre maximum lot size. The maximum number of dwelling unit s allowed to be developed in this cluster area shall be 400 units.

In Cluster Area C, the City shall allow for; secondary road access across City Owned land connecting Cluster Area C with Scotch Lane, reduced lot sizes to average no less than 7,200 square feet, increase the bonus density factor to 5.5, and utilities to be obtained, provided and served from non-City agencies if the following conditions are met:

- If it is clear due to the filing of projects that no roadway will be connected to Oakwood Road, Sierra Vista Drive, Richardson Street, Lawton Avenue or Barton Road that crosses a primary ridge line as indicated on Map titled "Targeted Open Space and Cluster Development Areas."
- That all initiative land designated as Targeted Open Space, which is privately held and contiguous, lying northerly and north easterly of Cluster Area C is deeded or dedicated to the City as permanent open space.

The bonus factor is subject to reduction in order to maintain the maximum additional dwelling units to be developed in the South Hills at 1,185. If adjustments are made, all bonus factors shall be adjusted on a pro-rata basis using the total number of units from each of the areas subject to bonus.

- **Cluster Area D** In the small cluster area immediately to the Southeast of the existing terminus of Oakwood Road (Cluster Area D), there shall be a 7,200 sq ft minimum lot size. The maximum residential lot size shall be 1 acre. The maximum number of dwelling units allowed to be developed in this cluster area shall be 45 units.
- **Cluster Area E** In the small cluster area south of Scotch Lane (Cluster Area E) there shall be a 10,000 sq. ft. minimum lot size. The maximum residential lot size shall be 1 acre. The maximum number of dwelling units allowed to be developed in this cluster area shall be 95 units.

Implementing Policies Governing the Citrus District (Beaumont Ave Bench)

pp. Projects developing in the Citrus District will be eligible for bonus density and reduced lot size if found consistent with the following:

- At a minimum 30% of the project land shall be set aside to preserve existing Citrus or Avocado Groves or be planted in Citrus and/ or Avocado Groves.



- Groves or plantings shall be used to create a buffer along Beaumont Road of at least 4 tree rows creating a minimum of 75 feet wide buffer before any residential structure could be built.
 - The groves shall be dedicated in perpetuity as agricultural land. These areas shall be maintained and governed in common by a Home Owners Association or similar entity.
- qq. Projects found consistent with the preceding guidelines shall be eligible for the following:
- A 0.75 (3/4) acre minimum lot size.
 - A density bonus factor of 4. The density for development Citrus District projects is calculated as the base density added to the bonus density (base density multiplied by 4). The bonus factor is subject to reduction in order to maintain the in the maximum additional dwelling units to be developed in the South Hills at 1,185. If adjustments are made, all bonus factors shall be adjusted on a pro-rata basis using the total number of units from each of the areas subject to bonus.
 - Lot lines shall not be allowed to cross the boundaries between Citrus District developed areas and Targeted Open Space areas.
- rr. The Citrus District is not a cluster area. The Citrus District shall not be eligible to receive density right transfers from Targeted Open Space. The maximum number of dwelling units allowed to be developed in this area shall be 140 units.

(Revised 12-06-05)